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FOOD SERVICE IN PRIVATE ELEMENTARY AND SECONDARY SCHOOLS



U.S. DEPARTMENT OF AGRICULTURE/MARKETING ECONOMICS DIVISION
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FOOD SERVICE
IN PUBLIC
ELEMENTARY
AND SECONDARY
SCHOOLS



U.S. DEPARTMENT OF AGRICULTURE
BUREAU OF EXTENSION

PREFACE

This study of lunch services in private elementary and secondary schools is one in a group evaluating selected aspects of public distribution programs. A similar study was made covering food service in the public schools. Other studies in process deal with the market for food in the Nation's schools and a separate analysis of the market for milk and milk products. The research on which this report is based is part of a broad program designed to expand the market for farm products and provide better nutrition for the Nation.

Many school officials cooperated by making available the data upon which the report is based. Special acknowledgment is made to the Governments Division, U.S. Bureau of the Census, for collection and tabulation of data for the study.

The study was conducted by the Market Development Branch, under the general direction of Robert B. Reese. Kenneth E. Anderson, now with the Bureau of the Census, contributed to the planning of the study while with the Market Development Branch. Officials of the Food Distribution Division, Agricultural Marketing Service, U.S. Department of Agriculture, gave valuable assistance in planning the study, particularly Samuel C. Vanneman, Deputy Director, and Herbert D. Rorex, Chief, School Lunch Branch.

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HIGHLIGHTS

The market for food in private schools has grown rapidly. Cash receipts for food served in the Nation's private schools were about \$9 million during March 1962, or \$75 million for the school year. Larger schools, those with enrollments of 500 or more, accounted for almost 60 percent of the total private school market. A major portion -- \$60 million worth -- of the food used in the 1962-63 school year was purchased locally through regular commercial channels. The rest of the food served was donated by the Federal Government pursuant to existing legislation.

Food service has become an established part of the Nation's private (as well as public) school operations. Of the 15,300 private elementary and secondary schools in the country in 1962, approximately 6,500 provided lunch service for the 3 million children who were enrolled. About 5,000 of the 6,500 schools serving food offered complete plate lunches under the National School Lunch Program. Of the 2.3 million pupils in these schools, about half consumed the school plate lunch on a daily basis. The proportion of private school children having lunches available was highest in the Southeast, Southwest, and Midwest.

These estimates are based on a survey conducted among private schools in March 1962 to determine the availability of lunches, factors affecting pupil participation in the National School Lunch Program and other lunch services, and certain aspects of food service operations in private schools.

Three major factors affecting pupil participation in the lunch program were found to be:

- (1) Size and location of the school: A larger proportion of children in the smaller private schools and those in the Southeast and Southwest ate plate lunches.
- (2) Prices charged: The proportion of pupils purchasing complete plate lunches was somewhat higher when the prices were 25 cents or less; when lunches were over 30 cents, fewer plate lunches were purchased.
- (3) The time allowed for lunch and proximity of the school to homes and, for pupils in secondary schools, availability of alternative eating establishments.

These factors affected participation by public as well as private school children in lunch programs offered by their schools.

Prices paid for plate lunches varied across the country from 15 to 45 cents, but most children purchasing plate lunches at school paid about 25 cents in the elementary schools and 30 cents in the secondary schools. These prices were possible because of contributions by the Federal Government and local sponsoring agencies. In 1962-63, the Federal cash and food donations averaged about 11 cents per lunch served under the National School Lunch Program in public and private schools.

The National School Lunch Program carries the provision that participating schools provide lunches at reduced prices or without charge to pupils who cannot afford to pay regular prices. More than 140,000 needy pupils received lunch in the private schools during March 1962. Of these pupils, 130,000 were in private schools associated with the National School Lunch Program. The greatest number of needy children in the private schools was reported in the Northeast Region. In addition to the 130,000 needy children who were provided lunches, there were about 38,000 near-needy children in the same schools who were not given free lunches. Other needy pupils were enrolled in private schools that did not offer food service.

Of the 5,000 private schools offering plate lunches under the National School Lunch Program, 4,500 prepared the food in their own facilities. An important part of meal preparation in the schools was baking of bread, cookies, cakes, and pies. A larger proportion of the schools within the National School Lunch Program did all or part of their baking than of the schools outside the Program.

Although many private schools planned to add lunch facilities and services, as of March 1962 about 8,300 schools with an enrollment of 2.8 million pupils had no plans for food service. These obstacles limit the extension of lunch service in private schools: (1) Small private schools, particularly in the less densely populated areas, may have too few pupils to support lunch facilities; (2) some private schools are in older buildings and the addition of lunch facilities would be difficult and costly; and (3) the burden of needy pupils in economically depressed areas is too great for the people associated with these schools to finance. Essentially the same problems are encountered by public schools now without food service.

To expand the market for food in private (as well as public) schools and to provide the children with nutritious lunches, a twofold effort is indicated:

- (1) Increase the participation by pupils in schools now serving lunches under the National School Lunch Program. Almost half the private school children -- more than 1 million -- who have these lunches available to them do not eat the school lunches on a daily basis.
- (2) Facilitate the establishment of lunch services for schools where lunch facilities are not available, and where the burden of needy children may be too great for those associated with the school to support school feeding. More than 60 percent of the children in private schools do not have National School Lunch Program lunches available to them.

FOOD SERVICE IN PRIVATE ELEMENTARY AND SECONDARY SCHOOLS

By Martin Kriesberg, Marketing Economics Division,
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INTRODUCTION

Serving lunches in schools now is accepted generally as an important adjunct to private as well as public school operations. Responsible groups in many communities throughout the country recognized the need and value of school lunches long ago and acted to provide food service in schools. The programs established by such groups provided the basis for the present-day National School Lunch Program. Although most schools having food service operate within the National School Lunch Program, many schools that offer plate lunches or a la carte food service still do not come under the national program.

Federal assistance for school lunches first became available during the early thirties. Development of school lunch services was accelerated by enactment of legislation in 1935 which permitted the Department of Agriculture to purchase and distribute surplus commodities to schools serving lunches on a nonprofit basis. Section 32 of Public Law 320 provided that customs receipts could be used to finance such purchases.

The National School Lunch Act of June 4, 1946, authorized Federal assistance to school lunch programs in the form of a State grant-in-aid program providing for both cash and food assistance. The National School Lunch Program encourages school children to eat more nutritious lunches, carrying out the objectives of the Act, "To safeguard the health and well-being of the Nation's children, and to encourage the domestic consumption of nutritious agricultural commodities and other food."

Public and nonprofit private schools at elementary and secondary levels may participate in the National School Lunch Program. Participating schools agree to serve nutritious meals on a nonprofit basis and to make these meals available to all children, regardless of their ability to pay and without discrimination. 1/

1/ The authority for the distribution of agricultural commodities to the school lunch program is derived from three sources: Section 6 of the National School Lunch Act, as amended; Section 32 (surplus removal) of the Agricultural Adjustment Act of August 24, 1935, as amended; and Section 416 (price support) of the Agricultural Act of 1949, as amended.

Section 6 of the National School Lunch Act authorizes the Department to make direct purchases of commodities to be distributed only among the States and schools participating in the National School Lunch Program. Section 32 of the Agricultural Adjustment Act of 1935 provides a permanent annual appropriation to the Department for the general purpose of expanding domestic and foreign markets for agricultural commodities. Commodities acquired under this program may be donated to nonprofit school lunch programs and to needy groups within this country. Section 416 of the Agricultural Act of 1949 provides that commodities acquired by the Commodity Credit Corporation under the price-support program, if they cannot be disposed of in normal domestic channels without impairment of the price-support program or sold abroad at competitive world prices, may be donated to nonprofit school lunch programs and other eligible recipients.

Since food service in schools was first initiated, and particularly since enactment of the National School Lunch Program, the number of schools offering lunch services has grown rapidly. Most of this growth has occurred within the framework of the National School Lunch Program. However, many schools, particularly at the secondary level, offer a la carte food selections in addition to or in lieu of plate lunches under the National School Lunch Act.

Low-priced milk is made available to pupils in public and private schools through the Special Milk Program administered by the U.S. Department of Agriculture. Under the program, participating schools are reimbursed for part of the cost of locally purchased milk and the selling price to children is reduced accordingly. Most of the Nation's schools participate in both Federal programs. When a school does not offer a lunch service, low-cost milk may be made available at noon or other periods. Eight ounces of milk is a prescribed component of lunches served under the National School Lunch Program, and this milk served with meals does not qualify a school for additional assistance under the Special Milk Program. However, schools may serve luncheon milk beyond this amount under the Special Milk Program and be reimbursed accordingly.

The study reported here was made to determine the current status of private school feeding programs in the United States and the extent to which pupils participate, and to analyze the factors associated with school and pupil participation. Findings are based on a representative National sample of about 5 percent of the approximately 15,300 private elementary and secondary schools in the 50 States. (See Appendix for methodology.) 2/

The data in this publication differ from some figures published by the Food Distribution Division of the Agricultural Marketing Service (AMS) based on reports they receive from schools participating in the National School Lunch Program. The differences arise from the different coverage: AMS statistics include public and private schools; where they refer to private schools, they are limited to those schools in which the lunch program is administered through the Food Distribution Division -- 28 States and the Territory of Guam. This report is limited to private schools in the 50 States and the District of Columbia. It covers all nonprofit private schools which participate in the National School Lunch Program, whether in States where a State Agency administers the program in private schools or in States where the Department of Agriculture administers the program in private schools. For this reason, information in the report may not completely agree with other published data which pertains only to private school lunch programs administered by the Department. Where coverage is the same, small differences between this report and AMS reports may occur owing to sampling variability.

AVAILABILITY OF FOOD SERVICE IN PRIVATE SCHOOLS

Of the Nation's 112,000 elementary and secondary schools, approximately 15,300 are private schools. Of these, about 6,500 provided food service for their students in 1962. An equal number of private schools had milk but no food service (table 1). Approximately 3 million children were enrolled in private schools providing lunch service. About 2.5 million were enrolled in private schools providing milk service only, and 2.2 million were in private schools without either service.

The Southwest, Southeast, and Midwest Regions had the highest proportions of schools with lunch service. (See figure 1 for delineation of regions.) Approximately 2 out of 3 pupils enrolled in private schools in these regions had food service

2/ The Nation's public schools were also surveyed, but the data are being analyzed separately.

Table 1.--Number of private schools and pupils having specified kinds of food service available, by school location, size, and grades taught, March 1962

Item	Food service			Milk only			No food or milk service			Total	
	Schools	Pupils		Schools	Pupils		Schools	Pupils		Schools	Pupils
	Number	Thousands		Number	Thousands		Number	Thousands		Number	Thousands
United States 1/	6,507	3,020		6,594	2,470		2,198	533		15,300	6,023
Region:											
Northeast	1,763	948		2,372	1,057		696	288		4,832	2,293
Southeast	652	204		392	85		283	28		1,328	319
Midwest	2,895	1,419		2,438	951		696	163		6,029	2,532
Southwest	718	261		479	105		196	21		1,393	386
West	479	187		914	272		326	33		1,719	492
Schools located in:											
Counties under 100,000 population	2,242	725		2,002	421		1,110	85		5,354	1,231
Counties of 100,000 to 1,050,000 population	2,546	1,255		2,503	981		675	216		5,724	2,452
21 largest metropolitan areas	1,720	1,040		2,089	1,068		414	232		4,222	2,340
Size of schools (pupils):											
Under 250	2,090	270		2,938	371		1,502	107		6,529	748
250 to 499	2,176	820		1,719	623		370	123		4,266	1,566
500 or more	2,242	1,929		1,937	1,476		326	303		4,505	3,709
Grades taught:											
Elementary	4,092	1,630		5,767	2,142		1,959	463		11,818	4,234
Junior and senior high	1,066	563		348	108		131	33		1,545	704
Other combinations	1,349	828		479	220		109	37		1,937	1,084

1/ In this and other tables, the components of each classification may not add to the U.S. totals, owing to sampling variability.

REGIONS USED IN SURVEY OF SCHOOL LUNCH PROGRAMS

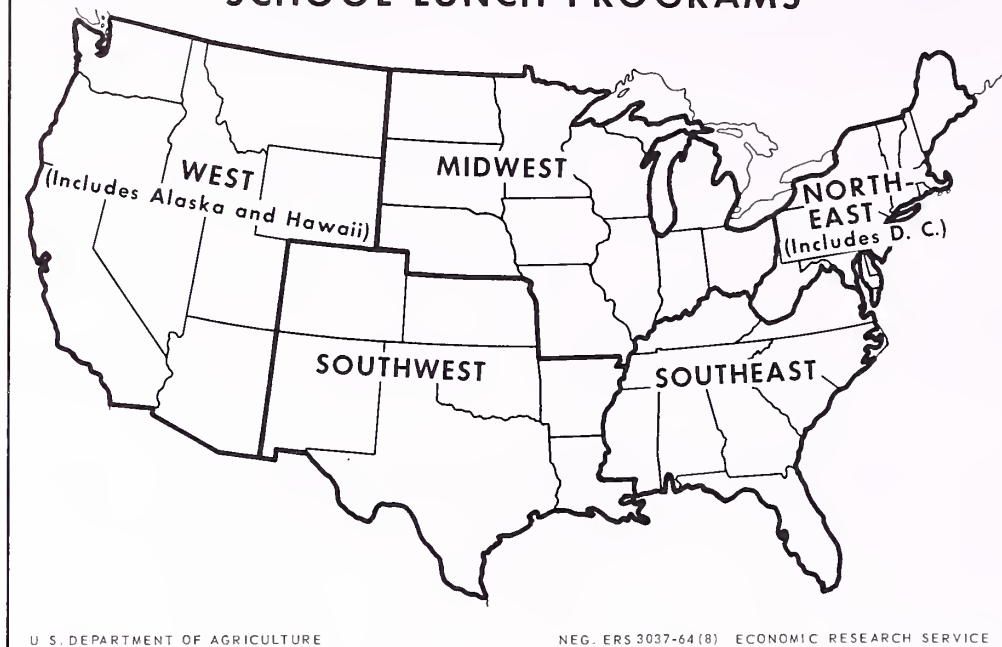


Figure 1

available. Secondary schools were more likely to provide food service than the elementary schools; 4 out of 5 pupils in private schools at the secondary level had lunches available (table 2).

Among private schools, as among public schools, the majority providing lunch service were participating in the National School Lunch Program. About 5,000 of the 6,500 private schools serving food offered complete plate lunches under the Federal program; more than 4,000 offered a la carte food service also. Nationally, about 2.3 million pupils, 38 percent of those enrolled in private schools, had National School Lunch Program plate lunches available to them. Another 742,000 private school pupils -- about 12 percent of those enrolled in private schools -- had lunches available in their schools outside the Federal program (table 3).

Private schools participating in the National School Lunch Program, as a proportion of all private schools in the area, were most prevalent in the Southwest, least prevalent in the West (table 4). More than 60 percent of the children in private schools of the Southwest were enrolled in schools providing lunches under the National School Lunch Programs; less than 25 percent of the private school children in the West were in schools associated with the Federal program. When pupils were classified by the grade level and size of private schools they attended, and the location of their schools, the highest proportions to whom lunches were available under the National School Lunch Program were found to be in the elementary schools, in the schools with more than 250 pupils, and in the smaller towns and less populated communities (table 3).

Some private schools offer only a la carte items; these may be cold sandwiches, pastries, and beverages, sometimes sold through vending machines. Still other schools, as indicated, offer only milk service, which in some schools is available between meals, for example, at 10:00 a.m. and 2:00 p.m., as well as at lunchtime for pupils who bring their lunches. Many private schools offer a la carte food or milk service alone. In

Table 2.--Percentage of private schools and pupils having specified kinds of food service available, by school location, size, and grades taught, March 1962

Item	Plate lunches and/or a la carte food service		Milk only		No food or milk service		Total	
	Schools	Pupils	Schools	Pupils	Schools	Pupils	Schools	Pupils
United States	Percent 43	Percent 50	Percent 43	Percent 41	Percent 14	Percent 9	Percent 100	Percent 100
Region:								
Northeast	36	41	49	46	15	13	100	100
Southeast	49	64	30	27	21	9	100	100
Midwest	48	56	40	38	12	6	100	100
Southwest	52	68	34	27	14	5	100	100
West	28	38	53	55	19	7	100	100
Schools located in:								
Counties under 100,000 population	42	59	37	34	21	7	100	100
Counties of 100,000 to 1,050,000 population	44	51	44	40	12	9	100	100
21 largest metropolitan areas	41	44	49	46	10	10	100	100
Size of schools (pupils):								
Under 250	32	36	45	50	23	14	100	100
250 to 499	51	52	40	40	9	8	100	100
500 or more	50	52	43	40	7	8	100	100
Grades taught:								
Elementary	35	38	49	50	16	12	100	100
Junior and senior high	69	80	22	15	9	5	100	100
Other combinations	70	76	25	20	5	4	100	100

Table 3.--Private school pupils to whom specified food services were available under the National School Lunch Program or otherwise, by school location and characteristics, March 1962

Item	Pupils in schools under National School Lunch Program					Pupils in other private schools with food services				
	Plate lunch : and a la carte : available :		Total :		Percentage of all pupils enrolled :	Plate lunch : and a la carte : available :		Only a la carte : available :		Percentage of all pupils enrolled :
	Thousands	Thousands	Thousands	Thousands		Thousands	Thousands	Thousands	Thousands	
United States	221	2,056	2,277	38		447	295	742	12	
Region:										
Northeast	85	609	694	30		115	140	255	11	
Southeast	3	131	134	42		67	3	70	33	
Midwest	101	999	1,099	43		219	101	320	13	
Southwest	29	211	240	62		13	8	31	5	
West	4	107	111	23		33	43	76	16	
Schools located in:										
Counties under 100,000 population	114	543	656	53		68	1	69	6	
Counties of 100,000 to 1,050,000 population	43	880	923	38		183	149	332	13	
21 largest metropolitan areas ..	64	634	698	30		196	146	342	14	
Size of schools (pupils):										
Under 250	57	169	226	30		23	21	44	6	
250 to 499	78	499	577	37		148	95	243	15	
500 or more	86	1,389	1,475	40		275	179	454	12	
Grades taught:										
Elementary	137	1,310	1,447	34		137	45	182	4	
Junior and senior high	6	149	155	22		207	201	408	58	
Other combinations	78	597	676	62		103	49	152	14	

Table 4.--Private schools offering specified food services under the National School Lunch Program or otherwise, by school location, size, and grades taught, March 1962

Item	Schools under National School Lunch Program					Schools with other food services				
	Plate lunch: only		Plate lunch: and a la carte		Total	Plate lunch: and a la carte		A la carte only		Total
	Thousands	Percentage of all private schools	Thousands	Percentage of all private schools		Thousands	Percentage of all private schools	Thousands	Percentage of all private schools	
United States	740	33	4,244	33	4,984	914	609	1,523	10	
Region:										
Northeast	305	27	1,001	27	1,306	239	218	457	9	
Southeast	22	33	414	33	435	152	65	217	16	
Midwest	261	39	2,068	39	2,329	370	196	566	9	
Southwest	109	45	522	45	631	65	22	87	6	
West	44	16	239	16	283	87	109	196	11	
Schools located in:										
Counties under 100,000	305	39	1,763	39	2,068	152	22	174	3	
Counties of 100,000 to 1,050,000	196	32	1,611	32	1,806	370	370	740	13	
21 largest metropolitan areas ..	239	26	871	26	1,110	392	218	610	14	
Size of schools (pupils):										
Under 250	435	26	1,241	26	1,676	218	196	414	6	
250 to 499	218	36	1,328	36	1,545	392	239	631	10	
500 or more	87	39	1,676	39	1,763	305	174	479	11	
Grades taught:										
Elementary	544	31	3,090	31	3,635	326	131	457	4	
Junior and senior high	87	27	326	27	414	326	326	652	42	
Other combinations	109	48	827	48	936	261	152	413	21	

1962, participation in the National School Lunch Program was lower among private schools than among public schools, where plate lunch offerings were the rule.

PUPIL PARTICIPATION IN PRIVATE SCHOOL LUNCH PROGRAMS

School plate lunches are designed to offer the child a wholesome, nutritious meal based on approved nutritional standards. Children participating in lunch programs are exposed to new foods or familiar foods in new forms, learning at the same time the idea of a well-balanced meal and the importance of good eating habits.

In March 1962, almost 50 percent of the pupils enrolled in private schools where food service was available ate the plate lunches offered on a daily basis. About 1.25 million of the 1.44 million plate lunches consumed daily were provided by schools within the National School Lunch Program (table 5). This means that about 25 percent of the private school pupils were taking complete plate lunches on a daily basis.

The largest proportions of children in private schools who ate plate lunches were in the Southeast and Southwest, and in schools with enrollments under 250. In other regions of the country, and among larger schools of urban areas, more children may have eaten at home or selected from a la carte menus where offered.

In many schools where lunch is served (and in others without food service) milk is made available to children at special prices. Pupils bringing lunch from home or selecting food from a la carte offerings may thus have milk at low cost with their noon meal. The effect upon plate lunch purchases of availability of low-priced milk is not clear from the data in this survey. On a national basis, consumption of plate lunches among pupils in private National School Lunch Program schools was about 52 percent of enrollment where low-priced milk was available apart from the meal; consumption of the plate lunches was about 59 percent in the schools where low-priced milk was not available. The higher plate lunch consumption in the absence of milk at special prices occurred, however, principally in schools located in counties of under 100,000 and with enrollments of less than 250 pupils. The overall difference, about 7 percentage points, may have resulted from differences in characteristics of the two groups of schools, such as availability of a la carte service, prices of the plate lunch, etc., which could have influenced the percentage of pupils purchasing plate lunches. Moreover, the fact that relatively few schools offered lunches but not low-priced milk means that the differences found could be largely the result of sampling variability.

The number of school lunches that are eaten is affected by time allowed for lunch, proximity of schools to the homes and -- for pupils in secondary schools -- proximity to alternative eating establishments. Where the children do not have time to leave the school grounds, and where alternative places to eat are not close by, more school lunches are purchased.

Price of the lunches also affects the number that are purchased. The survey showed that in schools with the National School Lunch Program 25 cents was by far the most common price charged for plate lunches. A somewhat higher proportion of the students purchased lunches in schools when the price was less than 25 cents; on the other hand, when the price was 30 cents or more, the proportion purchasing the lunches declined (table 6).

The plate lunch was the most popular lunch on a daily basis even where a la carte service was available. About 48 percent of the pupils enrolled in private schools under the National School Lunch Program purchased plate lunches on a daily basis. The others brought lunch or selected from among the a la carte items offered, or purchased lunch at nearby food establishments.

Table 5.--Private school pupils consuming plate lunches in schools having the National School Lunch Program or in other schools, by school location, size, and grades taught, March 1962

Item	Pupils consuming plate lunches in --				All pupils consuming plate lunches			
	NSLP schools		Other food service schools		:		Percentage of	
	Number	: Percentage of enrollment	Number	: Percentage of enrollment	Number	: Schools	: serving food	: All private schools
United States	Thousands 1,250	Percent 55	Thousands 190	Percent 26	Thousands 1,440	Percent 48	Percent 24	
Region:								
Northeast	350	51	40	16	390	41	17	
Southeast	90	66	20	28	110	54	34	
Midwest	560	50	100	31	660	46	26	
Southwest	150	62	10	48	160	61	41	
West	50	45	20	26	70	37	14	
Schools located in:								
Counties under 100,000	390	59	30	43	420	58	34	
Counties of 100,000 to 1,050,000 ..	470	51	65	19	535	43	22	
21 largest metropolitan areas	350	50	95	28	445	43	19	
Size of schools (pupils):								
Under 250	180	79	20	45	200	74	27	
250 to 499	340	59	75	31	415	51	26	
500 or more	700	47	95	21	795	41	21	
Grades taught:								
Elementary	820	56	50	27	870	55	20	
Junior and senior high	90	55	80	20	170	47	24	
Other combinations	340	50	60	39	400	51	37	

Table 6.--Pupils purchasing plate lunches under the National School Lunch Program in private schools also offering a la carte service, by price of plate lunch, March 1962

Cost of plate lunch (cents) 1/	Pupil enrollment		Average daily participation		Ratio of pupil participation to enrollment	
	:Elementary:Secondary:Combination		:Elementary:Secondary:Combination		:Elementary:Secondary:Combination	
	Total : schools : of grades :	Thou.	Total : schools : of grades :	Thou.	Total : schools : of grades :	Thou.
Under 12	45	5	40	26	24	2/ 58
15	96	54	25	68	15	2/ 70
20	230	171	57	127	17	55
25	4,032	665	348	495	1	48
30	464	306	68	208	7	45
35	162	81	59	55	41	34
40 and over 2/	4	4	---	4	8	2/ 95
Total	2,033	1,286	597	983	74	48
					268	50
						60
						61
						47
						44
						52
						25
						35
						50
						45

1/ Most lunches are priced at one of the sums indicated; where prices were 2 cents higher or lower than the modal figure used they were included in that price category.

2/ Owing to the small number of cases in this price category, there is considerable variability in these estimates.

FREE LUNCHES IN PRIVATE SCHOOLS

In March 1962, private schools under the National School Lunch Program provided lunches to about 133,000 needy pupils (table 7). This represented about 6 percent of the enrollment in these schools and about 9 percent of all plate lunches consumed. These proportions were about the same as in public schools. Among private schools not under the National School Lunch Program, less than 1 percent of the pupils received free lunches; however, 6 percent of the plate lunches served in these schools were in this category.

The smaller private schools had the largest proportion of pupils receiving free lunches. Among regions, the Southeast and Southwest had the largest percentages. Except for schools in the Northeast Region, relatively few lunches were provided without charge by schools not under the National School Lunch Program (table 7). In addition to the 133,000 pupils for whom free lunches were provided under the program, there were about 38,000 near-needy pupils in the same schools who did not receive free lunches. About 200,000 additional needy pupils were enrolled in private schools that did not offer food service.

ACQUIRING FOOD FOR SERVING IN PRIVATE SCHOOLS

The market for food in private schools has grown rapidly, as the school population has grown and as more schools have offered lunch service. Cash receipts for food served in the Nation's private schools were about \$9 million in March 1962, indicating approximately \$75.6 million for the school year. The Midwest Region had estimated sales of \$36.7 million for the academic year and the Northeast, \$21.6 million. Schools under the National School Lunch Program comprised the largest part of this market (table 8). Schools under the Federal program had cash receipts of \$6.1 million in March, or about \$51.4 million for the school year. Larger schools, those with 500 or more pupils, accounted for almost 60 percent of the total private school market.

A major portion of the food used by private schools for their lunch service is acquired locally through regular commercial channels. Childrens' payments for their lunches, local contributions, and funds provided by the U.S. Department of Agriculture are used in purchasing food through local outlets. In 1962, private schools spent about \$60 million on food purchased locally -- about 80 percent of the total value of food moving into the private school market.

Both private and public schools that operate nonprofit lunch programs are eligible to receive food donated by the Federal Government in accordance with existing legislation. Virtually every school under the National School Lunch Program received such donated foods during the 1962 school year. About one-third of the private schools that offered lunch service, but were not under the National School Lunch Program, also received some donated food.

FOOD SERVICE OPERATIONS IN PRIVATE SCHOOLS

Preparing lunches for several hundred children and their teachers requires appropriate facilities and staff. Among most of the private schools having food service, the lunches are prepared in the school; in relatively few instances are the meals prepared in a central kitchen for distribution to the schools. Of the 5,000 private schools offering plate lunches in 1962 under the National School Lunch Program, 4,500 prepared the food in their own facilities. In most of these schools, lunch menus were planned by one of the school's employees. Many of the private schools may not have been associated with a school system and hence may not have had access to the facilities or the staff that were available to public schools.

Table 7.--Consumption of free plate lunches in private schools having the National School Lunch Program and in other private schools, by school location, size, and grades taught, March 1962

Item	Free plate lunches consumed in NSLP schools			Free plate lunches consumed in other schools		
	Total	No. consumed daily as percentage of enrollment	As percentage of all plate lunches	Total	As percentage of all plate lunches	
	Number	Percent		Number	Percent	Percent
United States	133,000	6		8,700	9	6
Region:						
Northeast	47,000	7		4,900	12	13
Southeast	13,000	10		400	12	4
Midwest	45,000	4		1,800	7	3
Southwest	18,000	8		300	11	2
West	5,000	5		1,300	7	20
Schools located in:						
Counties under 100,000	43,000	7		2,400	10	6
Counties of 100,000 to 1,050,000	37,000	4		1,600	7	3
21 largest metropolitan areas	49,000	7		4,800	11	11
Size of schools (pupils):						
Under 250	31,000	13		2,100	16	11
250 to 499	34,000	6		4,300	8	10
500 or more	65,000	4		2,400	8	3
Grades taught:						
Elementary	74,000	5		5,700	8	6
Junior and senior high	9,000	6		2,900	5	17
Other combinations	49,000	7		100	12	1/

1/ Less than 1 percent.

Table 8.--Food sales to private school pupils, by school location, size, and grades taught, March 1962 and school year 1961-62 1/

Item	Lunches in NSLP schools			Other plate lunches and a la carte			Totals		
	March	Annual	Thousand dollars	March	Annual	Thousand dollars	March	Annual	Thousand dollars
United States	6,052	51,442	51,442	2,846	24,191	24,191	8,899	75,641	75,641
Region:									
Northeast	1,845	15,682	15,682	700	5,950	5,950	2,546	21,641	21,641
Southeast	437	3,714	3,714	287	2,439	2,439	724	6,154	6,154
Midwest	2,951	25,083	25,083	1,364	11,594	11,594	4,315	36,677	36,677
Southwest	576	4,896	4,896	79	671	671	657	5,584	5,584
West	241	2,048	2,048	412	3,502	3,502	655	5,567	5,567
Schools located in:									
Counties under 100,000	1,647	14,000	14,000	280	2,380	2,380	1,928	16,388	16,388
Counties of 100,000 to 1,050,000	2,603	22,125	22,125	1,384	11,764	11,764	3,987	33,889	33,889
21 largest metropolitan areas ..	1,802	15,317	15,317	1,181	10,038	10,038	2,983	25,355	25,355
Size of schools (pupils):									
Under 250	733	6,230	6,230	369	3,136	3,136	1,103	9,375	9,375
250 to 499	1,704	14,484	14,484	907	7,709	7,709	2,611	22,193	22,193
500 or more	3,615	30,727	30,727	1,568	13,328	13,328	5,184	44,064	44,064
Grades taught:									
Elementary	3,954	33,609	33,609	372	3,162	3,162	4,326	36,771	36,771
Junior and senior high	476	4,046	4,046	1,712	14,552	14,552	2,189	18,606	18,606
Other combinations	1,621	13,778	13,778	761	6,468	6,468	2,383	20,255	20,255

1/ Annual sales are estimated at 8½ times monthly sales in March, taking into account summer vacations and the holiday closings.

An important part of meal preparation in the schools is the baking of bread and rolls, cookies, cakes, and pies. About 2,000 of the private schools offering plate lunches under the National School Lunch Program in March 1962 baked their own bread. Most of these schools also bought some bread from commercial bakeries. The schools that were not in the National School Lunch Program and those that offered only a la carte menus were less likely to bake any of the bread they served.

The pattern was similar for rolls, cookies, cakes, and pies, except that more of the schools baked all or part of these items on the premises (table 9). More than 3,000 of the National School Lunch Program schools baked all or part of the rolls they used; about 3,500 baked cookies, and 4,500 baked some pies and cakes. A smaller proportion of the schools outside the National School Lunch Program and serving only a la carte baked these items. Schools in urban areas were less likely to do their own baking than schools in rural areas and smaller cities.

Table 9.--Extent of baking done by private schools having food service, March 1962

Product	Private schools baking --		
	All	Part	None
	of supply	of supply	
	Number	Number	Number
Bread	588	1,589	4,331
Rolls	1,763	1,915	2,829
Cornbread	3,896	588	2,024
Cookies	2,916	2,024	1,567
Doughnuts	1,349	414	4,745
Pies and cakes	3,961	1,262	1,284

Baking of bread on the premises is related to availability of commercial bakeries and economies of scale. Packaged breads, already sliced, are generally available. On the other hand, cookies, pies, and cakes, which are normally baked in small quantities on a day-to-day basis, may provide an avenue for creativity by those responsible for the school's lunch service.

BROADENING THE FOOD SERVICE PROGRAM IN PRIVATE SCHOOLS

As part of the study reported here, school authorities were asked if they had plans for providing food service during the 18-month period following March 1962. If they reported such plans it was likely that financial and other arrangements were well advanced and installations reasonably certain. For the United States as a whole, approximately 500 schools with an enrollment of about 163,000 pupils had plans for adding lunch service (table 10). This represents less than 5 percent of the private school pupils who were without lunch service in March 1962 -- although many of these pupils had milk service.

Approximately 8,300 private schools, with an enrollment of about 2.8 million, had no plans to add lunch service; 2.5 million of these pupils were in elementary schools. The Northeast and Midwest Regions, with the largest number of private schools not offering food service, lagged also in their plans to provide such service.

Almost 6,000 schools in these two regions, with combined enrollments of over 2.3 million pupils, would still be without food service if plans were carried out. Nationally, more than 46 percent of the private school pupils would remain without food service, and almost 60 percent would remain outside the National School Lunch Program.

Table 10.--Plans for lunch service in private schools not serving lunches, by school location, size, and grades taught, March 1962

Item	Schools with plans for lunch service		Schools with no plans for lunch service	
	Schools	Pupils	Schools	Pupils
	Number	Thousands	Number	Thousands
United States	501	163	8,292	2,840
Region:				
Northeast	174	72	2,895	1,273
Southeast	44	13	631	101
Midwest	196	51	2,938	1,063
Southwest	87	27	588	98
West	---	---	1,241	305
Schools located in:				
Counties under 100,000 ..	218	51	2,895	455
Counties of 100,000 to 1,050,000	196	83	2,982	1,114
21 largest metropolitan areas	87	29	2,416	1,271
Size of schools (pupils):				
Under 250	218	26	4,222	451
250 to 499	196	73	1,893	673
500 or more	87	64	2,176	1,716
Grades taught:				
Elementary	370	113	7,356	2,492
Junior and senior high ..	87	31	392	111
Other combinations	44	20	544	237

There are several problems connected with introducing lunch service in additional private schools. First, many of the smaller private schools probably cannot operate an economic lunch service for the number of pupils enrolled. Nor is there an immediate likelihood that these schools will be consolidated into larger structures as in public school systems. Second, some private schools are in older buildings, and adding lunch facilities would be difficult and costly. Moreover, with classroom space at a premium in most schools, the school authorities are likely to feel they do not have space for a lunchroom.

A third problem is that of the needy pupil. Included in the survey were questions about needy children (as defined by local authorities) who were enrolled in the schools. Responses from the private schools without food service indicated there were over

200,000 needy pupils in private schools, or more than 7 percent of the enrollment (table 11). Less than 4 percent were in schools that had lunch service.

Table 11.--Needy pupils in private schools not serving lunches, by region and by school plans to initiate food service, March 1962

Item	Lunch service planned		Lunch service not planned		Total	
	Needy pupils	Schools	Needy pupils	Schools	Needy pupils	Schools
	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>
United States	12,253	131	200,924	2,115	213,177	2,285
Region:						
Northeast	457	22	88,318	805	88,775	827
Southeast	---	---	14,647	218	14,647	218
Midwest	1,088	44	65,923	762	67,011	805
Southwest	10,708	65	7,944	87	18,652	152
West	---	---	24,093	283	24,093	283

The largest numbers of needy pupils in private schools were reported in the Northeast and Midwest Regions. Few private schools in these regions reported that they planned to add food service. The Northeast would still have, after plans were realized, about 88,000 needy pupils without lunch service in private schools, and the Midwest about 66,000. The National School Lunch Program requires that lunches be provided at reduced price or without charge to pupils who cannot pay the regular price. Schools in the poorer areas thus may need to bear a heavy burden of free lunches. Although present legislation provides for proportionately larger cash contributions by the Federal Government to States with a per capita income below the national average, this may not be adequate to reach the very poorest private schools.

CONCLUSIONS

The results of the survey reported here indicate that school lunch service has become an integral part of many private school operations. With the construction of new schools, a larger number and a greater proportion of children are attending schools where lunches are available. The market for local food distributors created by school lunch programs in private schools is now almost \$60 million a year and is likely to grow with the increase in pupils and with school participation in areas not covered now.

Despite the rapid expansion of school lunch programs, about 60 percent of the children attending private schools do not have access to lunches under the Federal program. The problem of broadening school and pupil participation among these private schools is complicated by the relatively large proportion of needy children who would require free lunch service, as well as the problem of school facilities. Under present legislation, schools participating in the National School Lunch Program need to provide lunches for those who cannot afford to pay, and part of this burden falls on the local citizenry. If the school lunch program is to be broadened to private schools in areas where it now seems most needed, some means may have to be found to

ease the burden on the poorer private schools. Some action may also be needed to make possible the initiation of lunch service by schools that lack their own food service facilities and are unable to add them.

APPENDIX -- METHODOLOGY

For the survey of school and pupil participation in feeding programs in private schools, a random sample was selected of approximately 800 private elementary and secondary schools throughout the Nation. In its preparations for the 1962 Census of Governments, the Bureau of the Census compiled a complete card listing of private schools below the college level in operation as of October 1961. These cards were arranged by States. The sample schools were selected within these State lists so as to produce a self-weighting sample with the uniform fraction of 1/20. This yielded a sample of 809 private schools for survey coverage.

The survey was conducted by mail, employing successively more intensive followup steps to stimulate response until the cutoff date for data collection. By that time, a response rate considerably in excess of 90 percent had been attained.

Incoming materials were examined for internal consistency, conformance with instructions, completeness, and other quality standards. Where necessary, correspondence was undertaken to correct deficiencies and improve the accuracy of the reporting on all questions.

The method of expansion involved applying a factor, 21.7639, to reported information and adding the results to obtain regional and national totals. The factor 21.7639 is the ratio of all private elementary and secondary public schools in the United States to schools in the sample.

Variance calculations were made of key measures within the framework of the foregoing sample description (table 12). These calculations do not reflect possible biases because of nonresponses. The calculations indicate that although the sample was designed to produce national estimates, regional totals for much of the information also have relatively low sampling variability. However, the breakdowns by school location, size of school, and grades taught must be interpreted with caution because, at this level of detail, there are relatively few cases and sampling variability is high.

To illustrate the use of the table on sampling reliability, consider the number of private schools in the Southeast offering a complete plate lunch and a la carte under the National School Lunch Program. Table 4 in the report indicates there are 414 schools in this category and table 12 indicates that the range of variability around this estimate is 20 percent. There are, therefore, about 2 chances out of 3 that the number of private schools in this region serving the specified lunch service as determined by a complete census would be between 332 and 496.

Table 12.--Sampling reliability of number of private schools by school location, size, and grades taught, March 1962

Item	NSLP			Other			A la carte			No lunch service			Total
	Plate lunch only	Plate lunch and a la carte	Percent	Plate lunch only	Plate lunch and a la carte	Percent	only	only	Percent	Milk only	No food service	Percent	
	Percent	Percent	Percent	Percent	Percent	Percent	Percent	Percent	Percent	Percent	Percent	Percent	
United States	17	7	17	32	17	20	5	11	4				
Region:													
Northeast	27	14	48	36	32	8	20	6					
Southeast	97	20	--	34	55	23	28	15					
Midwest	27	9	56	26	36	9	19	7					
Southwest	47	17	97	68	97	18	30	13					
West	68	32	97	55	47	11	35	9					
Schools located in:													
Counties under 100,000	26	10	69	43	97	9	16	6					
Counties of 100,000 to 1,050,000	32	11	97	23	25	8	18	6					
21 largest metropolitan areas	32	15	39	28	32	8	26	7					
Size of schools (pupils):													
Under 250	22	13	97	34	34	7	13	5					
250 to 499	30	12	39	27	32	10	26	8					
500 or more	56	9	69	27	36	9	30	8					
Grades taught:													
Elementary	20	8	43	32	40	5	12	4					
Junior and senior high	47	22	68	24	25	23	38	18					
Other combinations	47	13	68	29	38	23	42	19					

FORM SL-1
(6-4-62)U.S. DEPARTMENT OF COMMERCE
BUREAU OF THE CENSUS
IN COOPERATION WITH
U.S. DEPARTMENT OF AGRICULTURE

SURVEY OF SCHOOL FOOD SERVICES

INSTRUCTIONS - Please answer the questions on this form as of the month of March 1962 for the school plant shown in the address box. If exact figures as to some items are not available, enter estimates and mark with an asterisk (*). Please complete and return the white copy of the form promptly (within 10 days if possible).

TO: Bureau of the Census, Governments Division
Washington 25, D.C.

Data supplied by

Name

Title

School

Address

School District

Section I - GENERAL INFORMATION

1. Total enrollment as of March 1, 1962. (NOTE: Please exclude kindergarten and preschool classes in answering this and all other questions on this form.)	Number of pupils
2. Grades taught in this school. (NOTE: Show lowest excluding kindergarten and preschool and highest grade taught.)	Grades _____ through _____
3. Number of days this school was open in March 1962.	Number of days

Section II - MILK SERVICE

NOTE: If no milk was available in school, skip to Question 11.

4. At your school, how many days during March were the following beverages available to pupils?

Number of days

o. Milk (fluid, whole)

b. Milk (fluid, flavored, whole milk)

c. Soft drinks (and flavored milk drinks)

8. Indicate below the quantity and unit prices of milk (flavored and/or unflavored fluid, whole) purchased by pupils in school during March, including milk bought through vending machines, but not including the first half-pint of milk obtained without extra charge as a part of a complete plate lunch. If more than one price is charged per unit of milk, enter number of units purchased at each price on separate lines.

Item

Number of units
purchased by pupilsPrice per unit paid
by pupils (Cents)

a. Half-pints

b. One-third quarts

c. Pints

d. Other (Specify)

5. At your school, during March, approximately how many times per day could the average pupil have obtained and consumed --

(NOTE: Count lunch hour as one time.)

Number of
times per day

o. Milk (flavored and/or unflavored fluid, whole)

b. Soft drinks (and flavored milk drinks)

6. Was your school participating in the Special Milk Program?

1 ☐ Yes2 ☐ No

7. Which type of service was available to pupils to buy flavored and/or unflavored fluid, whole milk (excluding milk served as part of a plate lunch)? (Check appropriate item(s))

1 ☐ Coin operated vending machine2 ☐ Other dispensing machines4 ☐ Other (Specify) _____

9. o. How many half-pints of milk (other than milk served as a part of a plate lunch) were served without charge to pupils in March? (If not in half-pint units, please specify unit reported.)

Number of half-pints

Number

Unit

b. Did PTA, civic, choritable or other groups(s) outside the school help finance the cost of milk served without charge to needy pupils during March?

1 ☐ Yes2 ☐ No

10. Approximately how many needy pupils received free milk during March?

Number of pupils

Please complete form on following pages

USCOMM-DC 36224 P-62

Section III - SCHOOL FEEDING SERVICES

NOTE: For the purposes of this questionnaire, a complete plate lunch is a nutritious well-balanced meal which is priced as a unit.

19. Which, if any, of the listed types of foods were offered regularly to pupils at individual prices (other than as a part of a complete plate lunch)? (Check appropriate items)

Soups	Whole milk
Fruit or vegetable juices	Flavored milk drinks
Sandwiches	Soft drinks
Salads	Ice cream
Bread and rolls	Other desserts
Meats	Packaged snacks
Vegetables	Candy
Fruits	

20. What were the total gross receipts from all food sales (plate lunch sales plus a la carte items) to pupils in March 1962? Total receipts \$

If plate lunches are served, skip to Question 23.
If a la carte service only was offered, answer Questions 21 and 22.

21. On an average day during March 1962, approximately how many needy pupils received noonday food service (other than milk) without charge? Number of pupils

22. Did PTA, civic, charitable, or other group(s) outside the school help finance the cost of foods served without charge to needy pupils during March? 1 ☐ Yes 2 ☐ No

If a la carte service only was offered, skip to Question 30.

23. If plate lunches were served, what was the approximate range in daily participation by pupils? (Please list the lowest and highest number of plate lunches served in any one day during March 1962.) a. Lowest b. Highest

24. a. How many complete plate lunches were served to pupils during the month of March? (Exclude a la carte sales, but include lunches served free-of-charge as well as lunches sold.) Total No. served
b. Number of these served free-of-charge (including free lunches to needy children financed by other than school funds.) No. served free

25. During March, what was the customary price paid by pupils for a complete plate lunch, if offered? Price (Cents)

26. Does this price include-- 1 ☐ Yes 2 ☐ No
a. Milk? 1 ☐ Yes 2 ☐ No
b. Dessert? 1 ☐ Yes 2 ☐ No

27. Did PTA, civic, charitable, or other group(s) outside the school help finance the cost of lunches served free of charge to needy pupils during March? 1 ☐ Yes 2 ☐ No

28. On an average day during March 1962 if additional funds had been available, approximately how many additional children, meeting your definition of needy, would have been given lunches at a reduced price or without charge? No. needy pupils

29. Is a snack bar or canteen operated separately and apart from the lunch program in your school?

1 ☐ Yes 2 ☐ No

If "Yes,"

a. Which of the following best describes the operator of the snack bar or canteen?

1 ☐ School 2 ☐ Student Group(s)
3 ☐ Other (Specify) _____

b. Which of the foods listed below were offered to pupils in the snack bar or canteen? (Check appropriate items)

<input type="checkbox"/> Soups	<input type="checkbox"/> Sandwiches
<input type="checkbox"/> Fruits or Salads	<input type="checkbox"/> Whole milk
<input type="checkbox"/> Flavored milk drinks	<input type="checkbox"/> Soft drinks
<input type="checkbox"/> Ice cream	<input type="checkbox"/> Candy

11. Did your school provide any feeding services (complete plate lunch or a la carte) for pupils during March?

1 ☐ Yes 2 ☐ No

If "No," continue with Question 12.

If "Yes," skip to Question 15.

12. Do you anticipate that a school feeding service will be available to pupils attending your school within 18 months? (Check appropriate item)

a. 1 ☐ Yes (Within your school)

b. 2 ☐ Yes (In a nearby school)

c. 3 ☐ No

13. If your answer to Question 12 was "Yes," which of the following best describes the food service which will be offered? (Check one)

a. 1 ☐ Plate lunches only

b. 2 ☐ Plate lunches and a la carte (Individually priced foods)

c. 3 ☐ A la carte only

14. (This hypothetical question aims to provide a measure of number of needy children attending schools without lunch services.) If your school had offered a plate lunch during March 1962 at the following prices, to how many pupils do you think you would have had to serve the lunch at a reduced price or free?

Plate lunch price	Number of pupils	Plate lunch price	Number of pupils
20 cents or under		30 cents	
25 cents		35 cents	

IF YOUR SCHOOL NOW HAS NO FEEDING SERVICES AND YOU HAVE COMPLETED QUESTIONS 1-14, YOU HAVE COMPLETED THE QUESTIONNAIRE.

15. How many years have lunch services been offered? Number of years

16. During March, how many days were school lunch services provided? Number of days

17. During March, was your school participating in the National School Lunch Program? 1 ☐ Yes 2 ☐ No

18. Which of the following best describes the type of lunch services offered during March 1962? (Check one)

a. 1 ☐ A la carte items only

b. 2 ☐ Single plate lunch only

c. 3 ☐ Choice among plate lunch combinations (but not individually priced items)

d. 4 ☐ A plate lunch and also 1 to 3 individually priced items

e. 5 ☐ Plate lunch(es) and more than 3 individually priced items

Section IV - FOOD PREPARATION AND SOURCE

30. Is menu planning performed by an employee of your school?

1 ☐ Yes 2 ☐ No

(For a. and b. below, circle appropriate number or insert title.)

a. If "Yes," which employee? (Such as (1) head cook, (2) dietician, (3) supervisor, (4) home economics teacher, or (5) business manager)

(7) _____

b. If "No," who does the menu planning?

(Example: (6) School System Food Supervisor)

(7) _____

31. Where is the food primarily prepared for your lunch service? (Check one)

1 ☐ In the school
2 ☐ In a central kitchen outside the school
3 ☐ Other (Specify) _____

32. Does your school prepare food for other schools?

1 ☐ Yes 2 ☐ No

If "Yes," what is prepared for other schools? (Check one or more)

1 ☐ Regular plate lunch
2 ☐ Bag lunch
4 ☐ Selected items used in the lunch

33. What proportion of the listed foods served in your lunch-room(s) is baked in school kitchens (yours or others)?

Item	1 All	2 Part	3 None
Bread			
Rolls (plain)			
Sweet rolls			
Combread			
Cookies			
Doughnuts			
Pies and cakes			

34. During the 1961-62 school year, has your school received any federally donated foods?

1 ☐ Yes 2 ☐ No

If "Yes,"

a. Which of the listed federally donated foods (Sections 32 and 416) have been offered to you during the current school year? (Check appropriate items)

Dry beans	Lard	
Butter	Nonfat dry milk	
Natural cheese	Peanut butter	
Processed cheese	Potatoes, white	
Corn meal	Rice	
Cranberries	Rolled wheat	
Flour	Turkeys, frozen	

34. b. If your school has received both NATURAL and PROCESSED CHEESE from Federal sources, which type was utilized most readily in your lunch program?

1 ☐ Natural 2 ☐ Processed

c. If you checked processed cheese in Question 34b., which would be utilized most readily if natural cheese were distributed in comparable smaller-size containers?

1 ☐ Natural 2 ☐ Processed

d. Which of the donated commodities listed below could you have used more of during the 3-months, January through March 1962?

Dry beans	Lard	
Butter	Nonfat dry milk	
Cheese	Peanut butter	
Corn meal	Rice	
Flour		

35. For schools in The National School Lunch Program only.

a. Which of the listed Section 6 foods have been offered to your school during the 1961-62 school year?

Apples, sliced	Grapefruit Sec., canned	
Applesauce	Peaches	
Apricots	Peas	
Beans, green	Pork and gravy, canned	
Beets, canned	Pumpkin or squash	
Beef, ground	Raisins	
Cherries	Sauerkraut	
Corn	Spinach	
Chickens, frozen	Tomatoes, canned	

b. Did you have any difficulty in effectively utilizing any of the above donated foods offered during the 1961-62 school year?

1 ☐ Yes 2 ☐ No

If "Yes," which foods?

_____	_____
_____	_____
_____	_____
_____	_____

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